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Forty-sixth session

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1994-1995 AND PROPOSED PROGRAMMES AND BUDGET FOR 1996

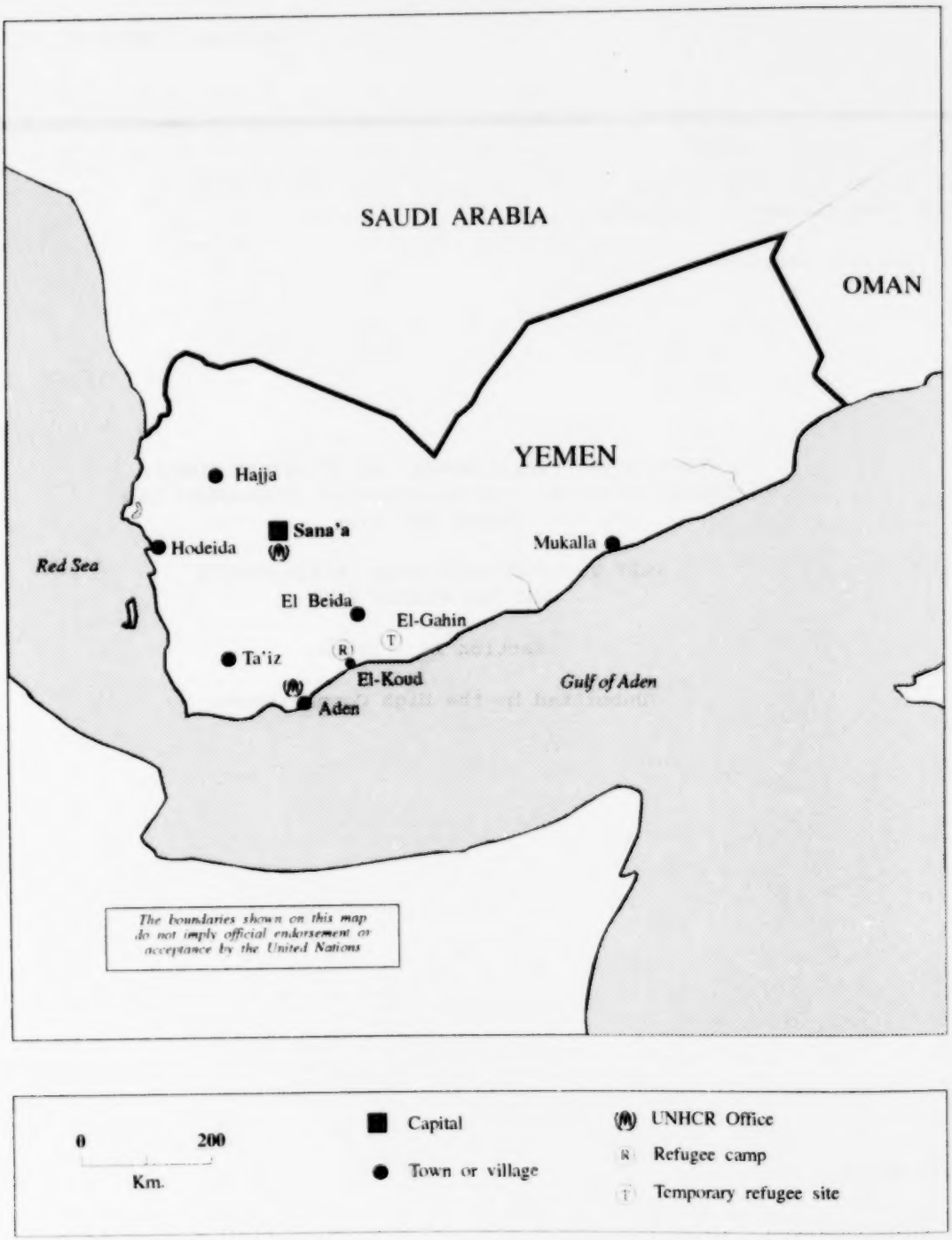
PART V. SOUTH WEST ASIA, NORTH AFRICA AND THE MIDDLE EAST

Section 10 - Yemen

(submitted by the High Commissioner)

GE.95-02352

YEMEN


SAUDI ARABIA
OMAN
YEMEN
Hajja
Sana'a
Hodeida
Mukalla
Red Sea
El Beida
El-Gahin
Ta'iz
El-Koud
Aden
Gulf of Aden
The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations
0
200
Km.
Capital
Town or village
UNHCR Office
Refugee camp
Temporary refugee site

V.10 YEMEN

1. Beneficiary population

1. At 31 December 1994, Yemen hosted 46,050 refugees and other persons of concern to UNHCR, of which 10,600 Somalis and 750 Ethiopians benefited from assistance. In addition, 1,500 Eritreans were being considered for voluntary repatriation, 700 Palestinians had been economically integrated and 25,500 Somalis of Yemeni origin were waiting for the finalization of their legal status. UNHCR was also covering the medical and social needs of some 7,000 Somalis in need of humanitarian assistance; they are part of a larger group of Somalis of diverse status who live in Yemen, where they had come before the civil war began in Somalia.

2. By the end of April 1995, over 1,800 new Somali arrivals were registered jointly by the Government and UNHCR. Following the destruction of El Koud Camp during the civil war, 6,000 Somalis were relocated to the new camp at El Gahin. The remainder live mainly in Aden and Sana'a. The caseload comprises 55 per cent women, 25 per cent children and 20 per cent men.

3. The above are estimated figures only since the constant movement of the refugee population makes accurate registration very difficult.

2. Developments in 1994 and 1995

4. Following the outbreak of hostilities in May 1994, the regular delivery of assistance to refugees was disrupted. The civil war caused the dispersal of most of the Somali refugees from the camp into cities.

5. The 1994 transfer of refugees to El Gahin camp and the purchase of relief items resulted in unexpected additional requirements of $ 140,000, which were allocated from the 1994 Programme Reserve.

6. In July and August of 1994, in coordination with the International Organization for Migration (IOM), UNHCR repatriated 715 Somali refugees from Aden to Berbera in North-West Somalia.

7. The rapid deterioration of the economy in Yemen after the civil war led to high inflation and greatly reduced opportunities for achieving self-sufficiency through local employment. Refugees consequently tended to become more dependent on UNHCR assistance. Economic pressures compelled the Government to withdraw its food support to the 175 refugees from the former Ethiopian navy in Najid Kassem Camp.

8. In early 1995, UNHCR attempted to negotiate the reconstruction of El Koud Camp so that a transit centre could be established for the voluntary repatriation of Somalis. The resumption of the conflict in North-West Somalia in April 1995 and the withdrawal from Somalia of the United Nations Operation in Somalia (UNOSOM II) greatly reduced the possibility of voluntary repatriation occurring. Negotiations with the authorities, also in April 1995, led to the identification of a new site

at Karn Amklasi near Shuqrah in Southern Yemen. The Government and UNHCR plan to conduct a joint feasibility study before construction of the new camp begins.

3. 1996 country programmes

(a) Objectives

9. By 1996, the refugees will have been relocated from El Gahin and Aden to the new camp at Karn Amklasi. All destitute urban Somali refugees and Ethiopian refugees who cannot be repatriated will be regrouped in the camp. Following this transfer, and until repatriation can take place, UNHCR's objective will be to develop a more permanent infrastructure including health, shelter, schools as well as medical and water services. Refugees will be encouraged to undertake activities to promote self-reliance. The regrouping of refugees in a single site will also enable UNHCR to sensitize both Somali and Ethiopian refugees to the possibilities and prospects of voluntary repatriation.

(b) Proposed budgets for 1996

(i) General Programmes

10. **Care and maintenance**: Most assistance activities that will be undertaken at the end of 1995 will be focused on establishing the new camp at Karn Amklasi. In 1996, activities will be concentrated mostly on providing cost-effective, life-sustaining and life-enhancing services, as well as on encouraging refugees to become self-reliant. Priority will be given to ensuring that the infrastructure for basic services which began in the last half of 1995 is successfully completed. Thereafter, schools, community development and reafforestation will be developed with UNHCR funds that may possibly be augmented by non-governmental organization (NGO) support, other United Nations agencies and local donors. Assistance will aim at supporting income-generation activities such as crop production, fishing and other micro-projects to enhance the possibility of self-sufficiency and to improve prospects for local economic integration. The 1996 initial allocation is proposed at the same level as the 1995 allocation but may have to be revised after the refugees have been relocated in the new camp.

11. A smaller-scale urban care and maintenance project will be maintained in 1996 to cover individual cases and medical referrals and to provide continued health assistance and community health programmes for the urban caseload.

12. **Voluntary repatriation**: It is expected that by the end of 1995, the majority of Ethiopian and Eritrean refugees will have repatriated. Those remaining will be assisted to repatriate in 1996. To fund this operation, an allocation will be requested from the General Allocation for Voluntary Repatriation.

(ii) Special Programmes

13. From January to April 1995, 20 Somali refugees were assisted to repatriate. If security improves, the allocation made available in 1995 under Emergency Operations in the Horn of Africa may be reallocated in 1996 to fund further voluntary repatriation of Somali refugees.

14. Twenty Somali refugee students benefited from the German Albert Einstein Refugee Academic Initiative (DAFI) scholarships during the 1994-1995 academic year. Five students are expected to graduate in September 1995 and the scholarships of the remaining 15 will be extended into the 1995-1996 academic year.

(c) Implementing partners

15. CARE-Australia has been assisting in the implementation of the care and maintenance programme for Somali refugees. In 1995, following the phasing out of Médecins sans Frontières (MSF), CARE was entrusted with the implementation of the Health Sector in addition to camp management and maintenance.

16. The International Cooperation for Development (ICD) will continue providing medical and nursing services to the urban caseload in Sana'a.

17. All implementation costs incurred by these two NGOs are fully covered by UNHCR. In 1996, ICD and CARE will be encouraged to contribute some of their resources to project implementation. Attempts will also be made to involve some experienced local NGOs whose implementation costs are lower than those of international NGOs.

18. UNHCR will directly implement the voluntary repatriation programme for Somali, Ethiopian and Eritrean refugees.

19. In compliance with the UNHCR - WFP Memorandum of Understanding, WFP will be responsible for providing basic food and for its transportation to Extended Delivery Points.

(d) Programme Delivery and Administrative Support Costs

20. Variations due to changes in budget parameters are not discussed in the subsequent analysis (Overview of UNHCR Activities, Part I (A/AC.96/845) refers).

(i) 1994 expenditures (all sources of funds)

21. The 1994 expenditure was higher than the revised estimates for several reasons. For several weeks during the civil war, most UNHCR international staff were evacuated to neighbouring countries. Following the cessation of hostilities, but still during the emergency, several additional staff were sent on mission to support the core staff. During the fighting, Sub-Office Aden was looted and almost all of its furniture and equipment vandalized. The office had to be temporarily

relocated to a safer area and re-equipped with new computers and telecommunications equipment. Because of the dangerous security situation, a United Nations Field Security Officer post was created; its cost is shared between United Nations agencies in Yemen.

(ii) **Revised 1995 requirements (all sources of funds)**

22. The revised 1995 requirements are lower than the initial estimates due to the discontinuation of the post of Programme Officer in Sana'a. However, two local posts were also created: a Field Assistant to monitor programme activities and improve the presence of UNHCR in El Gahin Camp, and a Radio Operator to improve communications between the Branch Office in Sana'a and the Sub-Office in Aden and to establish communications with the new camp in Karn Amklasi. Under joint United Nations activities, cost-sharing of the post of Field Security Officer is being continued.

(iii) **Initial 1996 requirements (all sources of funds)**

23. The initial 1996 requirements will be slightly lower than the revised 1995 requirements. The staffing structure will be maintained throughout the year and all time-limited posts have been extended until 31 December 1996. No changes are therefore expected under salaries and common staff costs. Requirements under acquisition of furniture and equipment are lower than the revised 1995 requirements because most of the equipment looted during the war will have been replaced in 1995. It is foreseen, however, to improve security measures for the offices because of continuing security problems. It will also be necessary to replace some of the old equipment and vehicles damaged during the war.

UNHCR EXPENDITURE IN YEMEN

(in thousands of United States dollars)

1994	1995		1996	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
1,415.5	1,253.7	1,253.7	CARE AND MAINTENANCE	1,253.7
7.5	–	–	VOLUNTARY REPATRIATION	–
3.1 a/	–	–	LOCAL SETTLEMENT	–
5.6 a/	–	–	RESETTLEMENT	–
1,370.2	1,178.0	1,071.4	PROGRAMME DELIVERY See Overview Tables (Part II)	1,036.4
2,801.9	**2,431.7**	**2,325.1**	**SUB–TOTAL OPERATIONS**	**2,290.1**
139.2	97.7	95.9	ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	95.9
2,941.1	**2,529.4**	**2,421.0**	**TOTAL (1)**	**2,386.0**
SPECIAL PROGRAMMES (2)				
78.5	–	–	OTHER TRUST FUNDS Various assistance	–
330.0	–	600.0	HORN OF AFRICA	–
–	–	20.5	PROGRAMME DELIVERY See Overview Tables (Part II)	20.5
408.5	**0.0**	**620.5**	**TOTAL (2)**	**20.5**
3,349.6	**2,529.4**	**3,041.5**	**GRAND TOTAL (1+2)**	**2,406.5**

a/ obligation incurred against Other Programmes

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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1994-1995 AND PROPOSED PROGRAMMES AND BUDGET FOR 1996

PART V. SOUTH WEST ASIA, NORTH AFRICA AND THE MIDDLE EAST

Section 11 - Other Countries in North Africa

(submitted by the High Commissioner)

GE.95-02311

V.11 OTHER COUNTRIES IN NORTH AFRICA

1. This section covers the activities of UNHCR in the Libyan Arab Jamahiriya, Morocco and Tunisia.

1. Beneficiary population

(a) Libyan Arab Jamahiriya

2. At 31 December 1994, the Libyan Arab Jamahiriya hosted a registered refugee population of 1,975, comprising 956 Somalis, 220 Ethiopians, 703 Eritreans, 67 Bosnians and 29 persons of other nationalities. A total of 480 of these refugees were assisted by UNHCR.

(b) Morocco

3. The registered refugee population in Morocco consisted of 349 persons of various nationalities of whom 52 were assisted by UNHCR. These included seven elderly Europeans who have long been Morocco and are without any other source of income. The remainder are mainly Somalis, Liberians and a small number from Algeria and other African countries. UNHCR has provided 48 Palestinian students with education grants.

(c) Tunisia

4. In Tunisia, there were some 100 refugees of various origin, all of whom were assisted by UNHCR either on an emergency or on a regular basis. Ten refugee students were also assisted under the Education Account.

2. Developments in 1994 and 1995

(a) Libyan Arab Jamahiriya

5. Sanctions imposed on the Libyan Arab Jamahiriya in 1992 have affected all aspects of life. The embargo has led to the country's economic decline. This has been accompanied by rising unemployment among nationals as well as among Somali, Ethiopian and Eritrean refugees, who have been most affected. The Government officially requested UNHCR to organize the repatriation of refugees when conditions in their countries of origin would allow it. The Government also requested the vacating, by September 1995, of the reception centre in Tripoli provided in 1992 by the Social Security Department (SSD) to shelter Somali refugees. UNHCR is in the process of registering some 500 Eritreans and 51 Ethiopians who have expressed their wish to repatriate and it is expected that the majority of them will have done so before the end of 1995. In 1994, only 18 Somali refugees repatriated under UNHCR auspices because of the uncertain security conditions in Northern Somalia.

6. In January 1995 a UNHCR Liaison Officer post was created in the Libyan Arab Jamahiriya to strengthen the presence of UNHCR in the Libyan Arab Jamahiriya and to facilitate the early organization of a repatriation operation.

(b) Morocco and Tunisia

7. Because of political developments in the region, there was a considerable increase in the number of asylum-seekers approaching UNHCR in both Morocco and in Tunisia. The office of the Honorary Correspondent in Tunisia has been reinforced by the creation of a post of a Senior Regional Legal Officer who will undertake the screening of individual cases in Tunisia as well as in Morocco and Libya. In 1995, the allocation for local settlement in Tunisia that had been provided to assist elderly refugees was discontinued. Because they were so few and could not be locally integrated, an allocation for care and maintenance was established instead; this project will assist new beneficiaries identified as persons of concern by the Headquarters mission which took place in September 1994.

3. 1996 country programmes

(a) Objectives

8. **Libyan Arab Jamahiriya**: In the Libyan Arab Jamahiriya, the voluntary repatriation of Somali, Ethiopian and Eritrean refugees will remain the primary objective. Assisting the urban caseload, including the Somalis who are unable to repatriate, will continue in respect of subsistence allowances and medical care.

9. **Morocco and Tunisia**: In Morocco and in Tunisia, targeted assistance will continue to be provided to destitute refugees, aiming at their self-reliance, until the situations in their countries of origin permit their voluntary repatriation.

(b) Proposed budgets for 1996

(i) General Programmes

a. Care and maintenance

10. **Libyan Arab Jamahiriya**: Assistance will be provided mainly to the Somali refugees who are not able to repatriate, as well as to other vulnerable cases, until a durable solution can be identified. The proposed allocation for 1996 will be decreased slightly because it is expected that a number of Somalis will have been able to repatriate in 1995.

11. **Morocco and Tunisia**: Care and maintenance in the form of subsistence allowances and medical payments will be maintained in Morocco and Tunisia for elderly and destitute refugees as well as new persons of concern. The proposed allocations take cost of living increases in these countries into account.

b. Voluntary repatriation

12. **Libyan Arab Jamahiriya**: If required, funds to cover the repatriation of the Eritrean, Ethiopian and Somali caseloads will be requested from the 1996 General Allocation for Voluntary Repatriation.

c. Local settlement

13. **Morocco**: As in previous years, elderly refugees in Morocco will continue to be provided with health care and subsistence allowances.

d. Implementing partners

14. **Libyan Arab Jamahiriya**: In the Libyan Arab Jamahiriya, UNHCR activities will continue to be implemented through UNDP by a UNHCR Liaison Officer.

15. **Morocco**: UNHCR will directly implement assistance to refugees in Morocco through the office of the UNHCR Honorary Representative supported by a UNHCR Senior Regional Legal Officer based in Tunisia.

16. **Tunisia**: In Tunisia, it is expected that the programme of assistance will be implemented by the UNHCR Honorary Representative in coordination with the Tunisian Red Crescent (CRT). The UNHCR Senior Regional Legal Officer will be entrusted with the legal and protection aspects of the programme.

(d) Programme Delivery and Administrative Support Costs

17. Variations due to changes in budget parameters are not discussed in the subsequent analysis (Overview of UNHCR Activities, Part I (A/AC.96/845) refers)

(i) 1994 expenditure (all sources of funds)

18. **Libyan Arab Jamahiriya**: Expenditure in 1994 was slightly higher than the revised estimates because of an increase in local salaries for the staff administered by UNDP and for support service costs charged by UNDP.

19. **Morocco**: The 1994 expenditure was lower than the revised estimates due to lower than expected expenditure under common staff costs.

20. **Tunisia**: The 1994 expenditure in Tunisia covered only the support provided to the Honorary Representative in Tunis.

(ii) Revised 1995 requirements (all sources of funds)

21. **Libyan Arab Jamahiriya**: Following a mission from Headquarters on protection issues in September 1994 and an internal audit of UNHCR operations in April 1994, it was recommended that UNHCR establish an office independent of UNDP. Revised 1995 requirements are therefore much higher than initial requirements. Salaries and common staff costs include the 1 January 1995 creation of six posts: a

Liaison Officer, a Senior Administrative Secretary, a Senior Field Clerk, a Driver and two Senior Guards as of 1 January 1995. Increased requirements also include additional general operating expenses to furnish the office.

22. **Morocco**: Revised 1995 requirements are higher than initial estimates mainly because renovations and improvements need to be made to the office premises. In anticipation of the voluntary repatriation of Western Saharan refugees and the increased involvement of our office in Morocco, additional provision has been made for the procurement of computer equipment, a fax machine and air-conditioners.

23. **Tunisia**: Revised 1995 requirements are higher than initial estimates because the office of the Honorary Representative office in Tunis was reinforced by the 1 January 1995 creation of three posts: a Senior Legal Officer, a Senior Administrative Secretary and one Driver. Non-staff costs were increased accordingly and, in particular, for the acquisition of furniture and equipment.

(iii) **Initial 1996 requirements (all sources of funds)**

24. **Libyan Arab Jamahiriya**: Initial 1996 requirements are lower than revised 1995 requirements principally because of a reduction under acquisition of furniture and equipment, since this should be completed in 1995.

25. **Morocco**: Initial 1996 requirements are the same as revised 1995 requirements.

26. **Tunisia**: The 1996 requirements are lower than revised 1995 requirements. The three posts that were created in 1995 will be maintained until December 1996. Requirements under acquisition of furniture and equipment will be decreased because most of the procurement will have been completed in 1995.

UNHCR EXPENDITURE IN OTHER COUNTRIES IN NORTH AFRICA

(in thousands of United States dollars)

1994				1996	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)					
104.2	126.2	135.9	Morocco	CARE AND MAINTENANCE	135.9
860.2	860.1	894.9	Libya		877.9
–	–	231.4 a/	Tunisia		235.4
–	63.8	–	Libya	VOLUNTARY REPATRIATION	–
39.5	–	–	Morocco		–
36.6	48.7	52.4	Morocco	LOCAL SETTLEMENT	55.0
101.9	80.0	–	Tunisia		–
				PROGRAMME DELIVERY See Overview Tables (Part II)	
168.6	181.5	563.0	Libya		519.6
–	–	312.6 a/	Tunisia		242.5
1,311.0	1,360.3	2,190.2		SUB–TOTAL OPERATIONS	2,066.3
–	–	39.5 a/	Libya	ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	39.5
1,311.0	1,360.3	2,229.7		TOTAL (1)	2,105.8
SPECIAL PROGRAMMES (2)					
				EDUCATION ACCOUNT	
37.7	65.3	–	Morocco		–
10.3	20.0	–	Tunisia		–
57.8	–	–	Tunisia	OTHER TRUST FUNDS	–
–	–	28,499.8		WESTERN SAHARA REPATRIATION	–
53.5	67.4	79.6	Morocco	PROGRAMME DELIVERY	81.9
–	–	35.0	Western Sahara	See Overview Tables (Part II)	–
50.6	62.6	85.6	Morocco	ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	86.6
209.9	215.3	28,700.0		TOTAL (2)	168.5
1,520.9	1,575.6	30,929.7		GRAND TOTAL (1+2)	2,274.3

a/ Allocated from Other Programmes

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PART V. SOUTH WEST ASIA, NORTH AFRICA AND THE MIDDLE EAST

Section 12 - Other Countries in Western Asia

(submitted by the High Commissioner)

GE.95-02314

V 12. OTHER COUNTRIES IN WESTERN ASIA

1. This section covers the activities of UNHCR in Bahrain, Jordan, Kuwait, Lebanon, Oman, Qatar, Saudi Arabia, the Syrian Arab Republic and the United Arab Emirates.

1. Beneficiary population

2. At 31 December 1994 there were 100,695 refugees in the region distributed in Jordan (580), Kuwait (30,020), Lebanon (11,459), Saudi Arabia (18,923), Syrian Arab Republic (40,290) and the United Arab Emirates (381). Most of the refugees receiving assistance through UNHCR are living in urban areas and some 25,000 are accommodated in camps.

2. Developments in 1994 and 1995

(a) Jordan

3. In Jordan, there are 269 Iraqi, 265 Bosnian and 46 other refugees, mainly from Sudan, Somalia and Sri Lanka. Of the 3,617 persons interviewed in 1994, 382 were recognized as refugees under the mandate of UNHCR.

(b) Kuwait

4. Of the 30,020 mostly Iraqi refugees in Kuwait, 2,730 are being assisted. UNHCR helped 90 Iraqis to repatriate and another 50 to resettle. In early 1995, over 80 Iraqis arrived in Kuwait, and those recognized as refugees received financial support and were processed for resettlement.

(c) Lebanon

5. The structure and activities of the UNHCR Liaison Office in Beirut will remain the same as in the past until durable solutions are found for the assisted caseload comprising mainly Somalis, Sudanese and, increasingly, Iraqis coming from neighbouring countries. Of 11,500 refugees in Lebanon, 909 received limited assistance while 300 received full assistance. In June 1994, the Government of Lebanon announced the issuance of civil registry certificates for 130,000 stateless persons who were thus proclaimed to be Lebanese citizens with full rights and obligations.

(d) Saudi Arabia

6. The resettlement of Iraqi refugees in Rafha Camp continued to be the main activity in Saudi Arabia. Of a total camp population of 24,025 at the beginning of 1994, 4,897 persons had been resettled by the end of the year. UNHCR also facilitated the voluntary return of 205 persons who had formally requested their return to their country of origin. Because of many physical and psychological pressures in Rafha Camp on women and children who constitute 9 and 29 per cent,

respectively, of the total camp population, the need to create a post for a social services counsellor became apparent. The entire infrastructure of Rafha Camp is provided by the Government.

(e) The Syrian Arab Republic

7. In the Syrian Arab Republic, UNHCR and the Ministry of State for Planning Affairs signed a Memorandum of Understanding (MOU), regarding the role of UNHCR in assisting the Government with the refugees resulting from the Gulf War crisis. During 1994, 51 refugees repatriated voluntarily to various African countries, mainly Eritrea and Somalia, and 20 departed for resettlement. Of the 40,290 refugees in the Syrian Arab Republic, 4,459 are being assisted.

(f) The United Arab Emirates

8. A few needy refugees of various origins, but mainly Somalis and Iranians, received a one-time allowance or payment of their medical treatment costs. A small allocation is made for the school fees of Ugandan Asian refugee children. During 1994, 96 Somalis opted for repatriation and 18 were resettled. Of the 381 refugees in the United Arab Emirates, 26 are being assisted.

3. 1996 country programmes

(a) Objectives

9. Durable solutions will be sought on an individual basis for refugees of various origins, but mainly from Africa and the Middle East. While refugees who opt for repatriation will be assisted to do so, resettlement will be the durable solution that will be pursued for most of the others, particularly if they reside in countries where no formal policy of asylum exists.

(i) Iraqi refugees

10. It is anticipated that the outflow of Iraqi asylum-seekers will continue unabated. UNHCR will provide international protection, conduct interviews to determine eligibility for refugee status and endeavour to find durable solutions, mainly resettlement, for Iraqi asylum-seekers and for refugees who approach its offices in the region.

(ii) Somali refugees

11. Most of the 3,900 refugees are single men who were granted temporary refugee status, mostly in Kuwait and the Syrian Arab Republic. Subsistence allowances will continue to be provided for the neediest, as will health care, education and counselling. Repatriation assistance will also be available to them once their voluntary return becomes a possibility.

(iii) **Other refugees**

12. Although the major focus will be on activities aimed at ensuring the international protection of eligible cases, particularly those in detention for illegal border crossing or residence, care and maintenance will be provided on an individual basis until a durable solution is found.

(b) **Proposed budgets for 1996**

(i) **Jordan**

13. Since Jordan is not a party to international legal instruments relating to refugee status, the determination of refugee status and the identification of durable solutions for urban refugees will continue to be the major activities of the UNHCR Branch Office in Amman. Emphasis will be placed on the dissemination of refugee law, and on promoting activities to sensitize government officials, academic institutions and the media on refugee issues.

(ii) **Lebanon**

14. Assistance will be provided under a care and maintenance project for the same range of activities as in 1995. The number of beneficiaries is expected to increase slightly due to increasing difficulties encountered by persons whose legal status is still under consideration by competent authorities. A local settlement project will cover the basic needs of 80 refugee families and 80 individual refugees, including domestic items, subsistence allowance, health care, shelter and education grants. Legal aid will no longer be provided to former stateless persons since they have recently acquired Lebanese nationality.

(iii) **The Syrian Arab Republic**

15. Emphasis will be placed on finding durable solutions for the 3,200 cases who were registered in El-Hol Camp before the end of 1992. Resettlement opportunities will be pursued for those eligible under current resettlement criteria. Since the caseload is below 5,000 persons, UNHCR will provide food for the camp population in accordance with the UNHCR/WFP MOU. An allocation for the purchase of basic and supplementary food is proposed for 1996. Whenever feasible, urban refugees from African countries will be assisted to repatriate voluntarily.

(iv) **The United Arab Emirates**

16. It is foreseen that care and maintenance will be provided to some 120 refugees from Somalia, Ethiopia, the Islamic Republic of Iran and Afghanistan as well as for a small residual caseload of Ugandan Asians in need of household and medical support.

(c) **Implementing partners**

(i) **Jordan**

17. The Hashemite Charity Organization has been implementing a housing project for Bosnian refugees since February 1994. Given the situation in Bosnia and Herzegovina, this arrangement will probably continue throughout 1995 and in 1996.

(ii) **Kuwait**

18. Deserving cases are referred to Zakat House, a charitable organization, for assistance.

(iii) **Lebanon**

19. In Lebanon, the Middle East Council of Churches is UNHCR's main implementing partner and is entrusted with the responsibility of delivering assistance to refugees. NGO Forum, a non-governmental organization, is the implementing partner of UNHCR for providing legal assistance to stateless persons. All activities are coordinated by the UNHCR Liaison Office in Beirut.

(iv) **The Syrian Arab Republic**

20. The Syrian Women's Association has started to implement social and training projects for refugee women and children in El-Hol Camp. In cooperation with the Ministry of Agriculture, 70,000 trees were planted in and around the camp. UNHCR has implementing arrangements with the State Planning Commission, the Syrian Red Crescent Society and UNDP.

(d) **Programme delivery and administrative support costs**

(i) **1994 expenditure (all sources of funds)**

(a) **Jordan**

21. The 1994 expenditures were higher than revised estimates, chiefly under salaries, because of an increase in asylum-seekers, mainly Iraqis. This increase required the employment of two Eligibility Assistants and one Registration Clerk under temporary assistance to process the requests. In addition, expenditure for office supplies and materials was also higher than expected.

(b) **Bahrain, Kuwait, Oman, Qatar and the United Arab Emirates**

22. The 1994 expenditure was not significantly different from revised estimates, with expenditure being incurred primarily in Kuwait.

(c) **Lebanon**

23. The 1994 expenditure was not significantly different from revised estimates.

(d) **Saudi Arabia**

24. The 1994 expenditure was lower than revised estimates, mainly under common staff costs, since some posts remained vacant while several others were on short-term contracts during the year. Expenditures under general operating expenses were also lower than expected since the Government indirectly covered some administrative costs in 1994, including the rental of the Branch Office premises in Riyadh. One office vehicle was replaced.

(e) **The Syrian Arab Republic**

25. The 1994 expenditure was somewhat lower than expected since the newly created post of Protection Officer remained vacant for a short period. The relocation of the office premises was deferred to 1995, generating savings under general operating expenses. Expenditure under office supplies and materials was higher than expected due to increased needs for office vehicle fuel.

(ii) **Revised 1995 requirements (all sources of funds)**

(a) **Jordan**

26. The revised 1995 requirements are slightly higher than initial estimates, mainly under salaries and common staff costs, due to the creation of one post of Registration Clerk/Translator.

(b) **Bahrain, Kuwait, Oman, Qatar and the United Arab Emirates**

27. The revised 1995 requirements are considerably higher, mainly due to the extension of posts in the Office of the Chief of Mission to deal with the refugee caseload. In addition, the office is moving to more suitable premises. Increases under other budget chapters relate mainly to new initiatives being undertaken in Public Sector Fund Raising activities.

(c) **Lebanon**

28. The revised 1995 requirements are higher than initial estimates mainly because of the creation of one Secretary post.

(d) **Saudi Arabia**

29. The overall revised 1995 requirements are lower than initial estimates, although there has been a move from Special Programmes to General Programmes. The creation of one Associate Community Social Services Officer post and one Driver post have been largely offset by the discontinuation of the post of Assistant Social Services Officer at the national level. General operating expenses have been reduced in anticipation of certain administrative costs continuing to be covered by the Government, including the rent for the Branch Office. This has enabled the launching of new initiatives in Public Sector Fund Raising activities.

(e) The Syrian Arab Republic

30. The revised 1995 requirements are higher than initial estimates, mainly because of costs for additional office space required to handle the increasing number of asylum-seekers. Other new needs relate to higher than expected costs for the replacement of office vehicles and the purchase of new furniture and equipment.

(iii) Initial 1996 requirements (all sources of funds)

(a) Jordan

31. The 1996 requirements are much the same as the revised 1995 requirements since no significant changes are foreseen in operations. Provision has been made for the replacement of the representational vehicle.

(b) Bahrain, Kuwait, Oman, Qatar and the United Arab Emirates

32. The 1996 requirements are much the same as the revised 1995 requirements since no significant changes are foreseen in operations. All previously approved time-limited posts have been extended until 31 December 1996. Provision has been made for the replacement of one office vehicle. These Offices are supervised by the UNHCR Regional Office in Cairo.

(c) Lebanon

33. The 1996 requirements are slightly lower than the revised 1995 requirements and no significant changes are foreseen.

(d) Saudi Arabia

34. The 1996 requirements are slightly lower than the revised 1995 requirements and no significant changes are foreseen since durable solutions for the large number of Iraqi refugees have not been implemented. Concerning staff, all remaining time-limited posts have been extended until 31 December 1996. Provision has been made for the replacement of one office vehicle.

(e) The Syrian Arab Republic

35. The 1996 requirements are slightly lower than the revised 1995 requirements, due to reduced requirements under travel and general operating expenses. In addition, the repair and renovation work in the expanded office premises will have taken place in 1995. Provision has been made for the replacement of some office furniture and equipment.

UNHCR EXPENDITURE IN OTHER COUNTRIES IN WESTERN ASIA

(in thousands of United States dollars)

1994	1995			1996	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)					
1,086.7	1,998.8	1,940.0	Syria	CARE AND MAINTENANCE	1,944.3
42.6	17.3	17.3	Lebanon		18.9
509.5	473.6	662.6	Jordan		592.6
3.6 a/	–	–	Israel		–
0.1 a/	–	–	Kuwait		80.0
110.0	188.6	186.9	Other countries		107.3
10.0	18.5	16.0	Syria	LOCAL SETTLEMENT	22.6
3.9 a/	–	–	Jordan		–
0.8 a/	–	–	Saudi Arabia		–
220.3 b/	285.9	285.9	Lebanon		248.0
28.0	37.5	37.5	Other countries		36.4
34.2 a/	–	–	Jordan	RESETTLEMENT	–
5.9	–	–	Kuwait		–
3.8 c/	16.9	23.8	Syria		31.1
24.4 a/	–	–	Saudi Arabia		–
25.9 d/	24.3	24.3	Lebanon		38.8
7.8 e/	10.8	10.8	Other countries		8.0
57.8	299.5	210.7	Syria	VOLUNTARY REPATRIATION	210.7
19.3 f/	–	110.7 g/	Lebanon		–
–	–	–	Jordan		–
–	–	62.7 g/	Other countries		–
				PROGRAMME DELIVERY See Overview Tables (Part II)	
455.0	439.5	459.3	Jordan		467.4
–	–	531.5	Kuwait		537.4
238.4	324.5	374.4	Lebanon		373.3
263.7	412.6	699.8	Syria		634.1
522.8	734.4	1,319.6	Saudi Arabia		1,301.7
47.9	72.0	–	Regional Training		–
3,722.4	5,354.7	6,973.8		SUB-TOTAL OPERATIONS	6,652.6
				ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	
64.0	59.2	65.8	Lebanon		65.5
38.6	18.7	34.7	Jordan		35.5
–	–	54.5	Kuwait		55.2
22.4	90.1	173.5	Saudi Arabia		171.2
21.7	128.0	42.6	Syria		37.3
183.0	139.0	–	Regional Training		–
4,052.1	5,789.7	7,344.9		TOTAL (1)	7,017.3

UNHCR EXPENDITURE IN OTHER COUNTRIES IN WESTERN ASIA

(in thousands of United States dollars)

1994				1996	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
				SPECIAL PROGRAMMES (2)	
7.6	41.1	–	Lebanon/Syria	EDUCATION ACCOUNT	–
				OTHER TRUST FUNDS	
6.1	–	–	Lebanon	Construction of a hospital	–
				PROGRAMME DELIVERY See Overview Tables (Part II)	
602.1	1,110.2	–	Saudi Arabia		–
214.2	181.1	–	Syria		–
378.1	–	–	Kuwait		–
–	115.8	–	Other Countries		–
16.1	–	–	Regional Training		–
				ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	
55.8	107.7	339.3	Saudi Arabia		339.3
36.9	–	19.6	Kuwait		20.8
				ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	
59.3	80.0	63.0	Kuwait	Junior Professional Officer	63.0
45.5	63.0	–	Saudi Arabia	Junior Professional Officer	–
–	–	–	Syria	Junior Professional Officer	–
1,421.7	1,698.9	421.9		**TOTAL (2)**	423.1
5,473.8	7,488.6	7,766.8		**GRAND TOTAL (1+2)**	7,440.4

a/ obligation incurred against Other Programmes
b/ of which US$ 7,659 incurred against Other Programmes
c/ of which US$ 1,744 incurred against Other Programmes
d/ of which US$ 7,742 incurred against Other Programmes
e/ of which US$ 996 incurred against Other Programmes
f/ of which US$ 14,075 obligated under the General Allocation for Voluntary Repatriation and US$ 5,211 incurred under Other Programmes
g/ allocated from the General Allocation for Voluntary Repatriation

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Forty-sixth session

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1994-1995 AND PROPOSED PROGRAMMES AND BUDGET FOR 1996

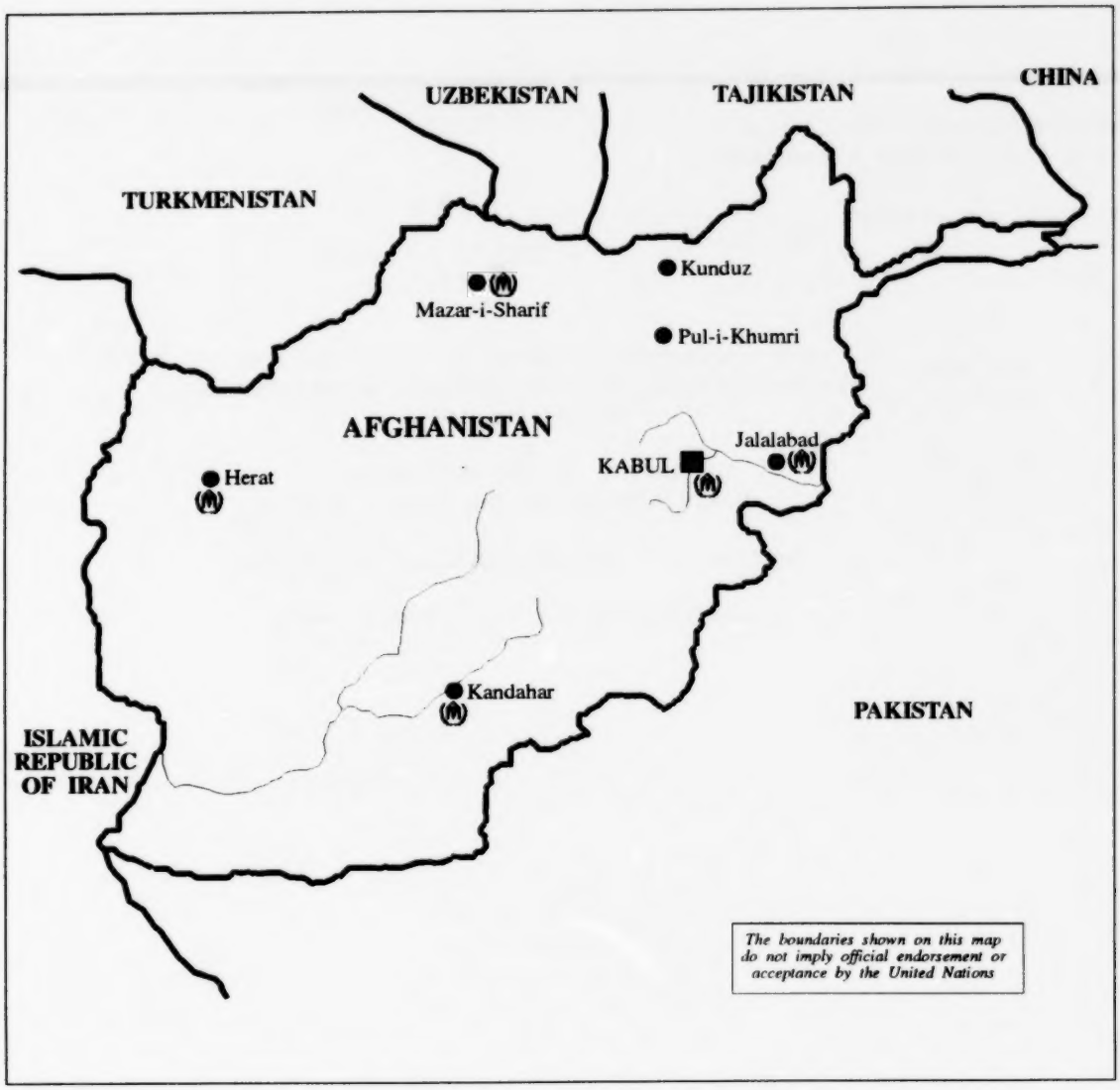
PART V. SOUTH WEST ASIA NORTH AFRICA AND THE MIDDLE EAST

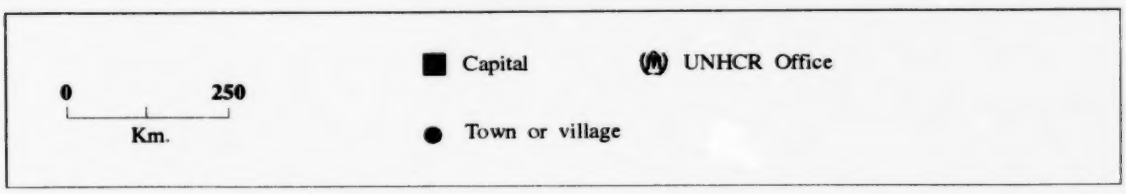
Section 13 - Regional Special Programmes

(submitted by the High Commissioner)

GE.95-02549

AFGHANISTAN





V.13 REGIONAL SPECIAL PROGRAMMES

A. Afghanistan Repatriation

1. Beneficiary population

1. At 31 December 1994, 329,400 refugees had returned to Afghanistan during the year, joining more than 3 million refugees who had returned between 1990 and 1993. The return during 1994 comprised 226,700 from the Islamic Republic of Iran (of whom 121,400 were assisted by UNHCR) and 102,700 from Pakistan (of whom 32,000 were assisted by UNHCR). Much of the return has occurred to provinces bordering Pakistan and the Islamic Republic of Iran, and to the northern provinces of Kunduz and Baghlan. Repatriation remains the preferred durable solution for the 2.6 million Afghans remaining in neighbouring countries, although attainment of self-reliance in countries of asylum continues to be another option.

2. Developments in 1994 and 1995

2. An uncertain security situation and funding problems contributed to a lower than expected implementation rate in 1994. A total of 139 quick impact projects (QIPs) were implemented by the Office of the Chief of Mission through its Sub-Offices in Herat, Kandahar and Mazar-i-Sharif. Activities included the rehabilitation of 13,700 shelters, the reconstruction of schools, the provision of educational equipment, the repair of irrigation systems, drinking water schemes, vocational training, the repair of cultural facilities and income-generation projects. Assistance to return from neighbouring countries of asylum continued in the form of repatriation grants from Pakistan (the equivalent of $ 110 in cash and 300 kilograms of wheat per family) and from the Islamic Republic of Iran (the equivalent of $ 25 in cash and 50 kilograms of wheat per person). Assisted transport, organized by the International Organization for Migration (IOM), continued in the Islamic Republic of Iran up to the Afghan border but was severely restricted in Afghanistan because of insecure routes and bad road conditions.

3. In response to the 1994 Executive Committee Conclusion on Repatriation to Afghanistan (A/AC.96/839, para. 32), UNHCR has pursued a policy of intensifying activities in the safe areas to create conditions conducive to the return of refugees and displaced persons to their places of origin. The 1995 programme represents a new approach that will continue over a three-year period. It is anticipated that, by the end of 1997, the UNHCR presence in Afghanistan will have been progressively phased down in favour of development-oriented United Nations agencies. The security situation in much of the countryside to which the refugees are returning has been relatively stable. Through an increased presence in key areas of the country, UNHCR can contribute to the establishment of stability that is a prerequisite for the sustainable return of refugees and their successful reintegration. UNHCR has been present in Kabul since 21 March 1995 as part of a permanent United Nations response team. Additional funds have been targeted for QIPs, with 49 being executed during the first quarter of 1995. Missions have been undertaken by senior Headquarters staff to meet with the Governments of the Islamic

Republic of Iran, Pakistan and Afghanistan, United Nations New York, the World Bank, the Organization of the Islamic Conference (OIC) and the Islamic Development Bank to seek their views and to mobilize support for a new approach to repatriation.

4. To ensure the voluntary character of repatriation, UNHCR has continued to maintain a staff presence at border crossings and along routes of return. The Governments of Afghanistan, the Islamic Republic of Iran and Pakistan, in cooperation with UNHCR, have established two tripartite commissions on voluntary repatriation to facilitate the return and successful reintegration of Afghans from neighbouring countries. These commissions are convened regularly. At the invitation of UNHCR, representatives of the Afghan, Iranian and Pakistani Governments met in Geneva in April 1995 and agreed to establish an ad hoc intergovernmental consultative group that will advance mutual concerns related to repatriation and advocate increased rehabilitation to sustain the return. The group will mobilize support and provide a coordinated and comprehensive approach to the international community for development assistance to all parts of Afghanistan.

3. 1996 country programmes

(a) Objectives

5. The UNHCR Branch Office in Pakistan and the Office of the UNHCR Chief of Mission in the Islamic Republic of Iran, in coordination with the Office of the Chief of Mission in Afghanistan, will continue to pursue opportunities for voluntary repatriation. UNHCR will facilitate repatriation through the provision of direct assistance at the time of return and by responding to essential needs in an attempt to promote successful reintegration. Assistance to return will continue to be provided in cooperation with WFP and IOM. Composition of the assistance package in the Islamic Republic of Iran will consist of cash ($ 25 per person), food (50 kilograms per person) and subsidized transport. Assistance from Pakistan will be reviewed in the second half of 1995 and will possibly be adjusted to the prevailing situation to ensure closer linkage between assistance and return. Projected levels of return for 1996 have not yet been established by the Tripartite Commissions. The preliminary estimate, however, is to assist 250,000 persons from Pakistan and 500,000 persons from Islamic Republic of Iran. Following an assessment of the rate of return in 1995, and based on the prevailing political and security situation, the planning figures will be reviewed in early 1996.

6. UNHCR will increase its presence and programmes in Afghanistan to encourage regional stability and to support continued return. In rural areas experiencing high repatriation, shelter, water, crop production and irrigation will be priorities, since they are immediate life-sustaining activities. In urban areas, where the returnee population is better established, sanitation, community services, education and income generation will be the priorities. Particular emphasis will be placed on programmes that address the needs of women and children. The principal means of implementing rehabilitation projects will be through QIPs in cooperation with NGOs and other United Nations agencies.

7. Monitoring the safety of return and the process of reintegration will continue to be undertaken by UNHCR staff members present at major border crossing points into Afghanistan and within communities of return in Afghanistan where rehabilitation activities have already been initiated. UNHCR will seek to identify obstacles to repatriation as they occur by monitoring the return and reintegration process, and will intervene where necessary with the relevant authorities to ensure remedial action. It is recognized by the regional Governments and by UNHCR that the reasons which provoked the initial displacement of refugees to neighbouring countries ceased to exist with the departure of Soviet forces from Afghanistan in 1989 and the establishment of a new Government in Afghanistan in April 1992. The slow rate of return is due primarily to economic considerations; in the majority of cases, Afghans returning to safe areas do not face undue security risks.

8. UNHCR has initiated negotiations with the authorities in Kabul for the declaration of a general amnesty by the Government of Afghanistan. The amnesty is intended to cover all Afghan nationals, be they refugees abroad or internally displaced persons. Similarly, respect for the basic rights of returnees and acceptance of legal issues arising out of their return, such as mixed marriages and school certificates, will be pursued with the relevant authorities. Training of government officials and NGO personnel on the principles of voluntary repatriation as well as wider dissemination of these principles will be carried out.

(b) Proposed budgets for 1996

9. The regional programme for repatriation to Afghanistan will include components for direct assistance to returnees from neighbouring Pakistan and the Islamic Republic of Iran, as well as reintegration activities for communities in Afghanistan that will be affected by the return of refugees and internally displaced persons. Funding for the UNHCR programme is a component of the consolidated inter-agency appeal to be released by the United Nations Office for the Coordination of Humanitarian Assistance to Afghanistan (UNOCHA) for the period from October 1995 to September 1996.

10. The number of returning Afghan refugees from Pakistan has been declining since the large-scale repatriation in 1992 that saw more than 1.2 million persons cross the border. Twelve years of war followed by factional fighting and continued uncertainty in Afghanistan has caused many refugees to consider alternative options. Increasing economic self-sufficiency for much of the refugee population has resulted in reduced needs and a consequent gradual decrease in the care and maintenance programme in refugee villages. Economic and trade links between refugee villages in Pakistan and rural areas in Afghanistan increasingly make conditions more conducive to a sustainable return. Due to the phase-out of food assistance in refugee villages, the use of the ration book as a document for repatriation assistance may have to be reconsidered.

11. The current projection is to assist with the return of 250,000 persons, although this level has not yet been agreed to by the Tripartite Commission. The budget is based on the requirements to assist with the return in 1995 of an

estimated 150,000 persons. A revised budget will be prepared following the 1995 repatriation season based on actual return figures, agreed changes in the composition of the assistance package and its mechanism of delivery.

12. Much of the return from the Islamic Republic of Iran has been to the western provinces of Afghanistan, which have remained relatively unaffected by the ongoing conflict in Kabul. Confronted with reduced subsidies for health and education, refugees have been informed by the Iranian authorities that they must move out of urban areas and either repatriate or be relocated to camps. Due to a high rate of unemployment, refugees face increased restrictions in finding jobs. These factors indicate that repatriation from the Islamic Republic of Iran is likely to increase, and current projections for 1996 are that up to 500,000 persons may need to be provided with direct assistance. The repatriation package will continue to consist of cash ($ 25 per person) and food (50 kilograms per person) with plastic sheeting provided to families and internal transport organized by IOM to the border crossing.

13. Assistance in Afghanistan will continue to be structured around QIPs. Reintegration activities will focus on survival and the immediate needs of persons in the provinces who are receiving refugees and internally displaced persons. Projects will aim to increase the capacity of rural water supply for drinking and irrigation and support NGO and United Nations efforts in health and education. Income-generation activities will target assistance for women, widows and the disabled. In the urban areas, attention will be given to the improvement of sanitation in coordination with specialized agencies, and to the strengthening of community services and cultural institutions. Road rehabilitation QIPs will seek to improve village-to-market access, thereby stimulating the rural economy. This amount will be the subject of a review by UNHCR in preparation for the consolidated inter-agency appeal for Afghanistan.

(c) **Implementing partners**

14. UNHCR Afghanistan has signed a Memorandum of Understanding with UNDP and is in the process of formulating a series of similar agreements with other United Nations agencies to provide greater coordination and to ensure closer cooperation for the joint implementation of rehabilitation projects. Activities in health and education have been designed increasingly for joint agency participation with UNICEF and WHO, while rehabilitation projects incorporate the technical expertise of UNDP/OPS. Efforts in this direction will continue. Direct assistance to returnees from Pakistan and the Islamic Republic of Iran will be provided in conjunction with WFP and IOM.

15. The implementation of QIPs is a collaborative effort undertaken through agreements with national and international NGOs, governmental agencies, local communities and independent contractors in Afghanistan. Previous agreements have been signed with the International Rescue Committee, the Swedish Committee for Afghanistan, Save the Children Fund-USA, OXFAM, MERLIN, Médecins sans Frontières

(MSF), the Norwegian Afghanistan Committee, line departments of the Government of Afghanistan and local implementing partners. These relations will be continued and strengthened to utilize fully the expertise and experience that NGOs in Afghanistan have acquired over the years.

Afghanistan Repatriation
(in thousands of dollars)

Country/ project/ area	1994 Expenditure	1995 Initial Programme needs as projected at 1/6/94	1995 Revised Programme needs as projected at 15/5/95	1996 Initial Programme needs as projected at 15/5/95
Afghanistan	5,622.4	9,030.3	16,340.9	8,519.1
Iran(Islamic Rep.of)	5,664.1	13,386.4	15,867.1	15,744.0
Pakistan	2,271.2	5,877.7	5,987.1	5,557.4
Regional projects	16.1	-	-	-
Headquarters	2,443.5	2,738.4	2,926.6	4,121.2
Total	16,017.3	31,032.8	41,121.7	33,941.7

B. Western Sahara

16. UNHCR has monitored attentively the progress of the implementation of the United Nations settlement plan for Western Sahara and has undertaken a number of activities to prepare for the repatriation of refugees.

17. On 28 August 1994, the Identification Commission of the United Nations Mission for the Referendum in Western Sahara (MINURSO) launched the identification and registration operation of potential voters. From 10 to 14 November 1994, UNHCR joined a mission of a United Nations Department of Peace-Keeping Operations technical team which visited the area of operations of MINURSO.

18. Then in February 1995, following the Secretary-General's report of 14 November 1994 and subsequent Security Council resolution 973, a UNHCR technical team visited various sites and potential repatriation locations in the Territory, as well as the Tindouf camps, to collect necessary technical information for the updating of the 1991 UNHCR plan for repatriation.

19. Further to this mission, a Logistics Officer has been working in the area of operations since mid-April 1995 to review and plan the logistical aspects of repatriation. In early June, an NGO team undertook a mission, at the request of UNHCR, to assess the water requirements for repatriation. Moreover, a UNHCR Liaison Officer is being assigned to Laayoune, as of mid-June, to consult closely with relevant units of MINURSO on all modalities related to the repatriation programme.

20. UNHCR will continue to prepare for the repatriation of refugees, in conformity with its mandate, within the United Nations settlement plan. Meanwhile a revised draft budget is being prepared for the repatriation of an estimated 105,000 persons.

21. In his report of 19 May 1995, the Secretary-General called on the parties to provide their full support to UNHCR in these preparations.

22. The Programme Delivery and Administrative Support expenditure in 1994 and requirements for 1995 were maintained at a very minimum level in order to cover the costs related to the preparatory missions.

Western Sahara Repatriation
(in thousands of dollars)

Country/ region	1994 Expenditure	1995 Initial programme needs as projected at 1/6/94	1995 Revised programme needs as projected at 15/5/95	1996 Initial programme needs as projected at 15/5/95
Morocco	104.1	130.0	165.2	168.5
Western Sahara	-	-	28,499.8	-
Total	104.1	130.0	28,665.0	168.5